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ABSTRACT

An overview is provided of the governance, organization, enrollment, programs, finances, facilities, and significant activities and areas of concern of Illinois' public community colleges. The report begins by describing the organization of the system of 39 districts comprised of 50 colleges and 5 branch campuses. The next section deals with enrollment, pointing out that approximately 50% of all students in undergraduate higher education in Illinois are enrolled in community colleges; and that while overall enrollments decreased in fiscal year 1986, enrollments in occupational, vocational, and adult basic, secondary, and remedial programs increased. The next section focuses on college programs, highlighting the continuation in the increase in the number of occupational curricula offered by the colleges. Next, information on revenue sources is provided, including data on the five current state grants (i.e., credit hour, equalization, disadvantaged student, economic development, and advanced technology equipment grants). After discussing issues related to the construction or remodeling of permanent facilities, the report provides a summary of significant legislation affecting community colleges. Next, major activities of the Illinois Community College Board (ICCB) are discussed in the areas of access to labor market information; minority representation; transfer research; external evaluation of the ICCB recognition process; grants; protection, health, and safety projects; articulation with the Illinois State Board of Education; and admission criteria for transfer programs. Finally, areas of concern are discussed. (EJV)

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ILLINOIS COMMUNITY COLLEGE BOARD

ELEVENTH BIENNIAL REPORT

1985-1986

MARCH 1987

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ELEVENTH BIENNIAL REPORT

1985-1986

DISTRICT ORGANIZATION

Although the first public junior college in Illinois was established in Joliet in 1901, the Illinois Public Junior College Act was not passed until 1965. The Act was an outgrowth of the 1964 Master Plan published by the Illinois Board of Higher Education. This legislation, with subsequent amendments, is the basis of the present system of public community colleges in Illinois.

There currently are 39 public community college districts comprised of 50 colleges and five branches. Of these 39 districts, 37 have locally elected boards of trustees, one (City Colleges of Chicago) has a local board of trustees appointed by the mayor, and one (State Community College) has a local board of trustees appointed by the Governor. Thirty-six of the districts have a single college. Three districts are multi-college, with Chicago having eight colleges, Illinois Eastern having four colleges, and Black Hawk having two colleges. With the exception of State Community College, each district has tax levy authority to provide local support for district operations. The 39 districts now include 97 percent of the State's population and 92 percent of the territory in the State.

At the end of the eleventh biennium, there were 40 complete or partial public high school and unit districts not within community college district territory. As a result of adoption of Public Act 84-0509, however, all territory in the state will be included in a public community college district by July 1, 1990. Therefore, each of the 40 high school and unit districts not currently in community college district either will annex to one of the 39 current districts or become part of a new community college district.

STUDENT ENROLLMENT

Approximately 50 percent of all students (on a headcount basis) in undergraduate higher education in Illinois are enrolled in community colleges. Since many community college students attend on a part-time basis in short-term courses beginning after the regular fall term begins, the total number of students enrolled during the year is considerably higher than the opening fall term enrollment figures indicate. Table 1 shows the annual unduplicated headcount of students enrolled in credit courses at community colleges during fiscal year 1985 and fiscal year 1986 by program of instruction.

Table 1

Fiscal Year 1985 and Fiscal Year 1986 Annual Unduplicated Headcount Enrollment in Illinois Public Community Colleges by Instructional Program Area

Program Area	FY 1985	FY 1986
Baccalaureate	222,451	195,616
Occupational	187,310	189,020
Vocational Skills	66,076	79,836
General Studies	114,206	92,085
Adult Basic/Secondary and Remedial	102,810	129,871
Other	20,145	751
Total	712,998	687,179

While overall enrollments decreased in fiscal year 1986, enrollment in occupational, vocational skills, and adult basic, adult secondary, and remedial programs increased. A substantial number of students in community colleges (39 percent) are enrolled in programs and courses designed to prepare individuals for employment or to upgrade the skills needed to maintain the students' marketability in this period of rapidly changing technology. Community colleges serve a diverse population with over 27 percent of the enrollments being minorities, almost 58 percent being females, and the average age being 31.9 years.

PROGRAMS

In 1985 and 1986 community colleges continued to add, withdraw, and change curricula in an effort to keep pace with changing student needs and job markets. In the baccalaureate/transfer category, most colleges have consolidated their baccalaureate programs by converting major-specific degrees to general Associate in Arts and Associate in Science degrees designed to provide flexibility in transfer options.

The number of occupational curricula offered by the community colleges continues to increase. These curricula account for the largest percentage of the total curricula offered by community colleges. Curricula currently are offered in more than 230 discrete occupational fields. Occupational curricula have changed considerably during the last two years due to new employment trends. Unique curricula have been added in areas of advanced technology such as microcomputer telecommunications, laser/electro-optics technology, and digital and microprocessor electronics. Office occupations curricula, especially word and data processing, have been added or modified to incorporate the use of microcomputers. As the health technologies have advanced, new curricula such as diagnostic medical sonography and computerized tomography have been added.

The community colleges are working to meet the educational and employment needs within their districts by constantly updating the curricula and courses they offer. The colleges also are in the process of developing articulation agreements with secondary vocational regional systems.

Table 2 indicates the number of existing curricula and courses in the community colleges.

Table 2

Number of Curricula and Courses in Illinois Public Community Colleges
December 1986

	Curricula		Courses	
	Number	Percentage	Number	Percentage
Baccalaureate	375	6%	14,712	28%
Occupational	3,390	74	18,313	34
Vocational Skills	400	9	7,692	14
General Studies	380	8	8,124	15
Remedial	50	1	1,011	2
Adult Basic/Secondary Education	100	2	3,733	7
Total	4,595	100%	53,585	100%

FINANCE

The community colleges are funded through a combination of local taxes, student tuition and fees, state grants, and other miscellaneous revenue. The five current state (Illinois Community College Board) grants are credit hour, equalization, disadvantaged student, economic development, and advanced technology equipment grants.

Credit hour grants, which account for approximately 76 percent of all state grants to colleges, are distributed to the colleges on the basis of enrollments and costs in seven instructional categories. Enrollments in instructional categories which have higher state average costs per credit hour are funded at a higher level than categories which have lower state average costs per credit hour.

Equalization grants account for 17 percent of all Illinois Community College Board grants. These grants attempt to reduce the disparity among districts in local tax wealth per resident student. These grants are distributed only to districts whose equalized assessed valuation per full-time equivalent resident student is below the statewide average. During fiscal year 1987, 17 districts received equalization grants.

Disadvantaged student grants are used to provide special services necessary to help educationally disadvantaged students gain the educational competencies necessary to pursue college-level work for either job training or transfer. Activities supported through these grants include testing, counseling, tutoring, and services for physically handicapped students. Currently, this grant provides each college a basic grant of $20,000. The balance is distributed based on the number of instructional credit hours in adult basic and secondary education and remedial education.

Economic development grants support community colleges in their efforts to work with local businesses to meet their educational needs. Each district receives a basic grant of $30,000. The remaining appropriation is distributed by the number of occupational credit hours of instruction.

Advanced technology equipment grants assist community colleges in procuring state-of-the-art equipment used for instructional purposes. Grants are made to each community college district based on the number of occupational credit hours produced by that district.

Table 3 shows the state appropriations since fiscal year 1980 for public community colleges. While full-time equivalent (FTE) enrollments increased by as much as 26 percent during this period, the increase between fiscal year 1980 enrollment and the estimated fiscal year 1987 enrollment is only five percent. State appropriations have increased by 51 percent between fiscal years 1980 and 1987. A very significant portion of this growth has been achieved in the last three years, and thus has yielded state grants per FTE above the $1,000 level.

Table 3

Summary of Illinois Community College Board Grants
for Community Colleges
Fiscal Year 1980 Through Fiscal Year 1987

	FTE Student Enrollment	Credit Hour Grants	Equalization Grants	Disadvantaged Student Grants	Economic Development Grants	Advanced Technology Equipment Grants	Total	State Grants Per FTE
FY 1980	172,384	$103,252,400	$17,200,000	$4,700,000	$ ---	$ ---	$125,152,400	$ 726
FY 1981	196,480	109,199,500	19,839,500	5,100,000	---	---	134,139,000	683
FY 1982	215,358	116,002,500	23,561,700	5,000,000	---	---	144,564,200	671
FY 1983	217,241	113,660,400	25,927,000	5,000,000	---	---	144,587,400	666
FY 1984	198,816	114,596,700	27,848,200	5,000,000	2,500,000	---	149,944,900	754
FY 1985	190,576	119,405,600	31,027,100	5,300,000	2,700,000	2,000,000	160,432,700	842
FY 1986	181,687	137,148,000	28,887,900	7,000,000	3,500,000	2,350,000	178,885,900	985
FY 1987	181,323*	142,919,509	32,566,489	7,566,000	3,686,000	2,522,000	189,259,998	1,043*

*Estimated

FACILITIES

Since 1965, $438 million of state funds have been appropriated to help construct or remodel permanent facilities for 45 of the 50 public community colleges in Illinois. The $438 million of state funds, combined with $488 million of local funds and $32 million of federal funds, have resulted in the construction and remodeling of approximately 17.8 million gross square feet of facilities for community colleges as shown in Table 4. Although the most needed facilities have been constructed, there are still construction needs at some colleges, primarily remodeling and rehabilitation projects.

Several of the five campuses which have not received state appropriations have constructed permanent facilities with local funds. The last two remaining colleges without permanent facilities have received appropriated funds for fiscal year 1986 and currently are under construction.

Several of the 45 colleges that have received state funds for buildings do not have all the basic facilities that are needed to complete the campus. Several other colleges are still using temporary facilities which were built with local funds when these colleges first started operation. These buildings were designed to last only eight to ten years, until the permanent campus would be constructed. Although some of these facilities are still used by the colleges to provide needed space, they are energy inefficient, expensive to maintain, and do not meet federal handicapped requirements.

Fiscal constraints, at both the state and local levels, have resulted in the construction of few new buildings during the past two years. Meanwhile, although enrollments have remained constant or declined, new programs for the emerging technologies are creating a need for different kinds of space. In addition, some of the older buildings are beginning to need major remodeling or renovation. Major remodeling also is required to accommodate handicapped accessibility and energy conservation. Fiscal year 1985 legislation allowed the colleges to levy taxes or sell bonds to fund needed remodeling and renovation for protection, health, and safety projects. In addition, the Legislature provided some funds for minor remodeling and renovation through "Build Illinois" bond funds in fiscal years 1986 and 1987.

Table 4

Total Permanent and Temporary Community College Facilities
by Types of Funding
(Both Completed and Under Construction as of Fall 1986)

	Net Assignable Square Feet	Gross Square Feet
State-Funded Permanent*	8,069,954	12,193,780
Locally Funded Permanent	3,388,636	4,595,855
Total Permanent	11,458,590	16,789,635
Locally Funded Temporary	746,322	964,172
Total	12,204,912	17,753,807

*Includes a local share of at least 25 percent.

LEGISLATION

The following significant legislation affecting community colleges was enacted in 1985 and 1986 by the Illinois General Assembly.

1985 Session

- PA 84-0507 provided for high impact training services programs.
- PA 84-0509 mandated that all areas in the state would be included in a community college district by 1990.
- PA 84-0105 and PA 84-0110 specified the funding formula and grant amounts for community college operations for fiscal year 1986.
- PA 84-1095 extended the date of the early retirement provision in the State Universities Retirement System to September 1, 1992.

1986 Session

PA 84-1434 mandated that all public community college and university governing boards establish a program to ensure the oral English proficiency of all classroom instructors.

PA 84-1244 and PA 84-1195 specified the funding formula and grant amounts for community college operations for fiscal year 1987.

PA 84-1424 allowed community college districts to co-mingle funds with other community college districts, school districts, and townships for investment purposes.

PA 84-1068 created programs for the education of dropouts between the ages of 16 and 23.

PA 84-1472 provided that political subdivisions with the power to levy taxes may levy sufficient amounts to pay the employer's share of medicare taxes. Eligible taxes are those imposed by the federal government on employees hired on or after March 1, 1986.

PA 84-1383 provided for the award of diplomas to students who successfully complete alternative education programs.

SUMMARY OF SIGNIFICANT ACTIVITIES

The following is a summary of significant activities of the Illinois Community College Board and its staff during the Eleventh Biennium:

Access to Labor Market Information. During fiscal years 1985 and 1986, the Illinois Community College Board, in cooperation with the other member agencies of the Illinois Occupational Information Coordinating Committee

(IOICC), has been working to provide colleges with better labor market information for program planning and evaluation. Within the last two years, a series of workshops has been conducted on what information is available and how to use it. The Illinois Community College Board was active in supporting the development of the new Substate Employment Projects System that provides industry and occupational demand data at the county level. In addition, the IOICC's Occupational Information System supply/demand reports were produced for each community college district. For the first time, these reports provide a tool for comparing occupational supply and demand by given program areas.

Minority Representation. As a result of the passage of Public Act 84-726, the Illinois Community College Board has undertaken several activities concerning minority student participation in community colleges. In order to analyze current and past participation and to establish baseline data for future analysis, the ICCB staff has conducted a study of minority student participation in community colleges. A higher proportion of minority undergraduates are enrolled in community colleges than are enrolled in baccalaureate degree-granting institutions in Illinois. Although minority representation among completers is higher at community colleges than at baccalaureate degree-granting institutions, the proportion of minority completers is lower than the proportion of minority enrollment. This indicates retention rates are lower for minority than non-minority students. The Illinois Board of Higher Education has passed resolutions which require each community college to monitor the participation and completion of minority students, to develop methods to determine the reasons for the success and failure of minority students, and to develop plans and goals to improve the participation and completion rates of minority students. The Illinois Community College Board is coordinating these activities and will prepare an annual report on the progress the colleges are making in meeting these requirements.

Transfer Study. In fiscal year 1986, completion of a five-year longitudinal study of students transferring from community colleges to senior colleges and universities in Illinois occurred. The study followed approximately 9,800 students transferring in the fall of 1979. The purposes of the study were to identify the number and mobility patterns of Illinois two-year college students; to identify the pre-transfer characteristics of these students; to determine the level of persistence, baccalaureate completion, and performance after transfer; to determine the predictive validity of two-year college graduates; and to analyze the relationship between post-transfer achievement and pre-transfer characteristics. The results of the study indicate that students from two-year colleges perform very well after transferring. This is particularly true for those students who have earned Associate in Arts and Associate in Science degrees before transferring. These students have higher persistence rates, higher completion rates, and higher grade point averages than those students who transfer before earning the degrees designed to prepare students to transfer.

External Evaluation of the ICCB Recognition Process. During the latter half of fiscal year 1986, the Center for Higher Education at Illinois State

University conducted an evaluation of the ICCB recognition process. The objectives of this evaluation were:

1. To evaluate the overall effectiveness of the ICCB's recognition program as perceived by local community college administrators.
2. To assess the value of the changes made in the recognition program during the past three years.
3. To evaluate the three phases (preparation, on-site visit, and reporting format) of the recognition program.
4. To identify potential improvements to enhance the effectiveness of the recognition program.

Procedurally, the evaluation involved personal interviews, a mail survey, and a review of ICCB documents. While the evaluation report included several recommendations for improvement, results of the evaluation were generally highly positive.

Repair and Renovation Grants. In fiscal year 1986, the Build Illinois program initiated by Governor Thompson and approved by the General Assembly appropriated funds to community colleges for repairing and renovating college facilities. The funds, totalling $3.6 million, were appropriated again in fiscal year 1987 and are expected to be appropriated for fiscal years 1988-1990. The funds are allocated to districts based on the fall on-campus gross square footage of facilities owned by the district.

Protection, Health, and Safety Projects. Legislation was approved in fiscal year 1985 granting community college districts authority to levy a tax and/or sell bonds to finance projects approved by the ICCB. The projects eligible under protection, health, and safety legislation are those related to energy conservation, environmental protection, handicapped accessibility, or health/safety. Projects are limited in cost to not less than $25,000 nor more than $1.5 million. Projects submitted for approval must include a certification by the local board of trustees that local funds are not available to finance the project and one of the following: a lawful order of some governmental agency having authority to regulate community college facilities/sites to correct certain structural or environmental conditions, a licensed architect or engineer's certification that conditions of the facilities pose a threat to the structural integrity of the facilities, or a board of trustees study which supports their assertion that the condition of facilities poses a hazard to individuals. Districts may levy up to five cents per $100 of equalized assessed valuation annually until projects are completed and/or they may sell bonds up to $1.5 million to finance protection, health, and safety projects.

Articulation with Illinois State Board of Education. During fiscal year 1985, the Illinois State Board of Education and the Illinois Community College Board signed a written agreement designed to articulate the state administration of vocational education in the public community colleges. This articulation effort has already resulted in the elimination of duplicative reporting processes. Currently, much progress also has been made in combining the separate program approval and program evaluation processes of the two

agencies. The articulation agreement between the two state agencies also is an example of the type of articulation that is being encouraged between community colleges and secondary schools at the local level. The Illinois State Board of Education's Education for Employment Policy Plan requires community colleges to develop written articulation agreements with secondary regional systems for vocational education. Such articulation agreements are designed to encourage cooperative efforts which would lead to efficiency and programmatic alignment which would make it easier for students to continue their technical education at the community college.

Advanced Technology Equipment Grants. In fiscal year 1985, advanced technology equipment grants were initiated to support high technology equipment needs in community college instructional programs. First-year funding of this program was distributed on a competitive basis to twenty community colleges. In subsequent years, advanced technology equipment grants have been allocated by formula to all districts on the basis of occupational credit hours. These grants provided $2 million in fiscal year 1985 and $2.35 million in fiscal year 1986 for colleges to use in updating instruction equipment in many program areas.

Admission Criteria for Transfer Programs. During fiscal year 1985, the Illinois Board of Higher Education initiated a process which resulted in the adoption of common admission criteria for baccalaureate programs at colleges and universities and pre-baccalaureate programs at community colleges. Since the adoption of common admission requirements, the community college system has been preparing to implement them to be effective in admitting new students prior to the fall of 1993. Each community college has a staff task force at work on this project. Community colleges also have been working with area high schools to ensure that students are informed about the new requirements in time to select the appropriate courses in high school. ICCB staff has sponsored several workshops designed to assist college personnel with developing admission procedures.

AREAS OF CONCERN

Extension of the Current Nurse Practice Act. The current Nurse Practice Act will expire on December 31, 1987. It is anticipated that an attempt will be made to replace the current Act with one which would require a bachelor of science degree to obtain certification as a Registered Nurse. Graduates of community college associate degree nursing programs would no longer qualify for certification as registered nurses. This proposal would dismantle a proven system of associate degree nursing education which has ably met the health care needs of Illinois citizens. This proven system is evidenced by the fact that average scores of AAS graduates on the nursing board exams exceed those of BA graduates. The proposal also would decrease the available number of registered nurses to meet the state's health care needs and could drastically reduce access to education and employment of minority and economically disadvantaged students who traditionally choose the economical two-year associate degree nursing programs. As a result, the Illinois Community College Board supports extending the current Nurse Practice Act.

Inadequacy of Local Tax Revenue in Certain Districts. There are at least two distinct problems which result in the inadequacy of local tax revenues. One results from decreases in assessed valuations in many districts. The primary cause of such decreases is decreases in the value of farmland, although business and industrial closings are a contributing factor as well. A second problem is the inadequacy of certain tax rates and the lack of voter support to increase those rates. While equalization grants are designed to alleviate, in part, the tax base problem, these grants do not address tax rate problems. New and creative solutions are needed so that districts will be able to levy amounts sufficient to cover the local share of operating costs for their colleges.

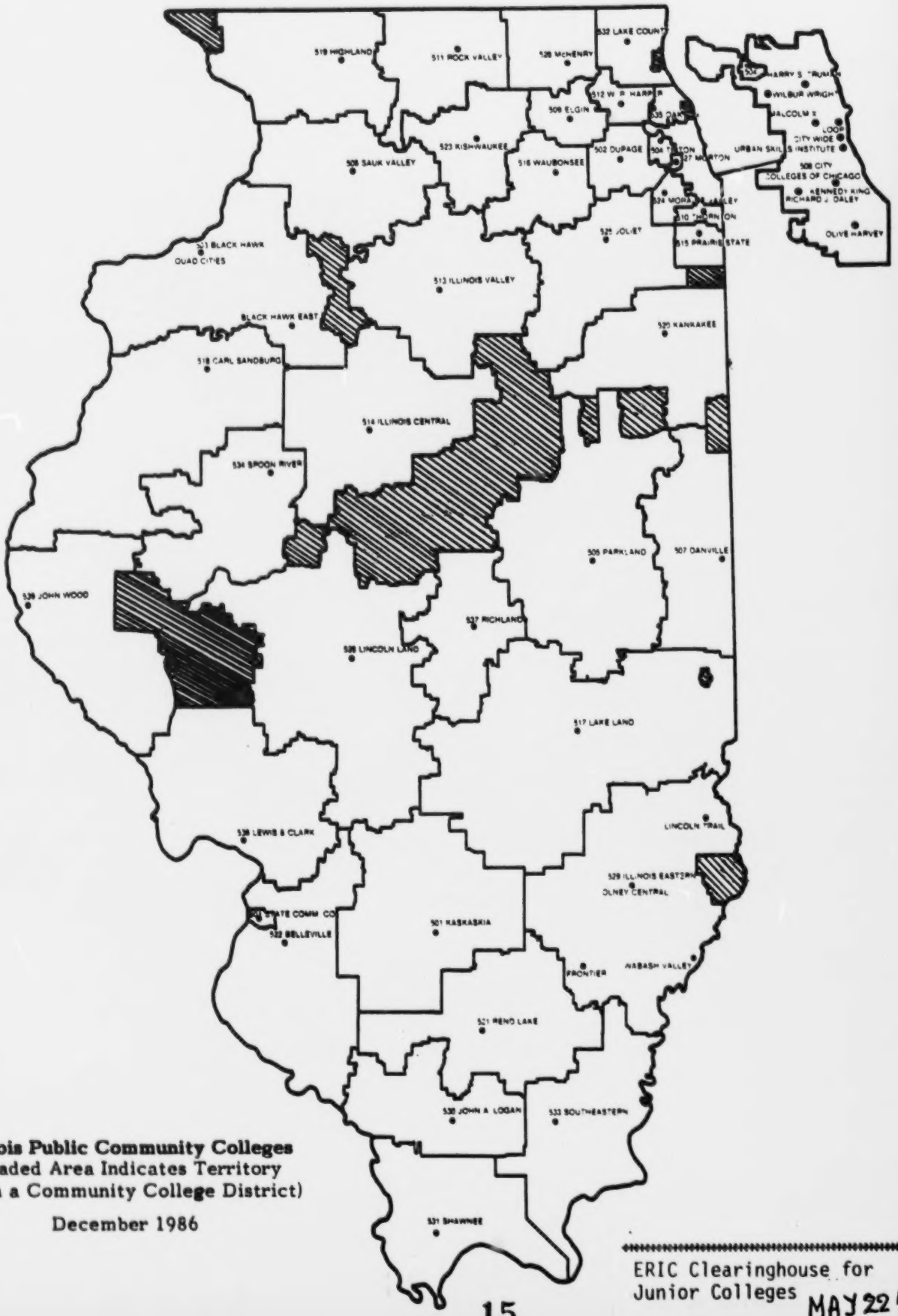
Viability of Low Enrollment Colleges. Community colleges are required by law to be comprehensive, i.e., to offer courses in liberal arts and sciences and general education; adult education; and occupational, semi-technical or technical curricula leading directly to employment, with at least fifteen percent of the latter being in fields other than business. Along with instruction in comprehensive coursework, colleges must offer a variety of academic support services and provide adequate facilities and equipment for quality instruction to take place. As populations and assessed valuations decline in some areas, the provision of comprehensive programs along with all support to this instruction becomes increasingly difficult. Studies are underway within the Illinois Community College Board to determine whether there is an enrollment point below which a college is unable to provide quality, comprehensive programs and services under current funding programs.

Meeting the Statewide and Regional Needs of Commerce and Industry. Community colleges are ideally located to provide employment training and services for commerce and industry within their district boundaries. There are instances, however, when it may be appropriate for a community college district other than the local district to provide employment training and services. For example, some specialized types of services are available at only a few community colleges within the state, and commerce and industry seeking such specialized services not available in their district run into barriers caused by district boundaries. For instance, state and federal entities such as correctional institutions, national organizations,
and businesses sometimes conduct national or statewide searches for vendors of employment training and services, and also confront district boundaries. The community college system needs to develop a process for community colleges to cooperate with one another to make appropriate instruction and services available across boundary lines. A task force established in fiscal year 1987 will address this concern.

Retirees' Medical Insurance. Public school and university employees are provided an opportunity to continue medical insurance coverage after they retire, with varying degrees of state subsidy. However, community college retirees do not have this coverage unless the local district has elected to provide it, and not all do. It is an important goal to have community college retirees universally covered and covered in a consistent manner. Since the state has rejected attempts to have these employees covered by a state-subsidized program, it is necessary to explore other options. Efforts currently are underway to develop a proposal that would provide for a partial subsidy through a state grant appropriated to the ICCB.

State Reimbursement/Credit for Locally Funded Construction Projects. Many community college districts have provided either the entire amount of funds for construction projects or that amount in excess of their normal 25 percent share with the expectation that they will receive either a direct reimbursement or a credit from the state toward a future state-funded project. In order to be eligible for this reimbursement/credit, the project would have to meet numerous criteria, including having had Illinois Community College Board and Illinois Board of Higher Education approval as a reimbursement/credit project and having been administered by the Capital Development Board. The ICCB currently is in the process of certifying projects for eligibility. The next step is to determine how and when such reimbursements/credits may be obtained through the appropriation process.

Special Services for Minority Students. Community colleges enroll students from all ethnic and minority groups in about the same proportion as found in the general population. As a result, the community colleges are enrolling increased numbers of black and hispanic students. Currently, 79 percent of all black and hispanic students enrolled in public undergraduate higher education in Illinois are at community colleges. The community colleges are challenged with the opportunity to assist minority students to successfully complete their educational goals. This effort will require innovative new programs, specially trained faculty and support staff, and adequate funding.



Illinois Public Community Colleges
(Shaded Area Indicates Territory
not in a Community College District)

December 1986

ERIC Clearinghouse for
Junior Colleges MAY 22 1987